



**DEPARTMENT OF CORRECTIONS
WOMEN'S EASTERN RECEPTION, DIAGNOSTIC
AND CORRECTIONAL CENTER**

**From The Office Of State Auditor
Claire McCaskill**

**Report No. 2003-02
January 6, 2003
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AUDIT REPORT



Office Of The
State Auditor Of Missouri
Claire McCaskill

January 2003

The following problems were discovered as a result of an audit conducted by our office of the Department of Corrections, Women's Eastern Reception, Diagnostic and Correctional Center.

The Women's Eastern Reception, Diagnostic and Correctional Center (WERDCC) has the state's only reception and orientation (R&O) unit to receive and evaluate incoming female offenders. This unit is designed to hold a maximum of 100 offenders. During fiscal years 2000 and 2001, the population of this unit has approached 200 offenders. This increased population required the facility to make additional accommodations while these offenders waited to be transferred to general population housing.

Because of the significant growth in the number of women offenders held, the Department of Corrections (DOC) increased the authorized capacity of the WERDCC from the original design capacity of 1,460 offenders to 1,588 offenders. The total population of WERDCC continuously exceeded the then authorized capacity of 1,588 from April 18, 2002 to June 30, 2002. However, on July 1, 2002, the DOC added another 64 beds by placing a fifth bed in the rooms in another general housing unit, bringing the capacity to 1,652. Efforts by the DOC to handle the increasing offender population have had positive results.

The DOC reported the most recent 4-year population growth trend has been an increase of one woman offender every 4 days. That growth rate would require an additional 91 beds during fiscal year 2003. However, the actual increase in fiscal year 2002 totaled nearly one every two days or 172 offenders. The DOC should continue to develop short and long range plans to address the expected growth in the population of women offenders.

In another finding the audit noted that since opening in January 1998, the WERDCC has utilized the same private vendor to provide and service vending machines at the facility. During fiscal years 2000 and 2001, vending machine commissions totaled \$50,600, and we estimated gross sales exceeded \$500,000. The WERDCC business office did not retain any documentation that competitive bids for vending services had ever been solicited and there was no written contract with the vendor providing the services. Additionally, the WERDCC has no procedures to ensure the commissions paid by the vendor were calculated accurately or were appropriately based on actual vending sales.

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YELLOW SHEET

DEPARTMENT OF CORRECTIONS
 WOMEN'S EASTERN RECEPTION, DIAGNOSTIC
 AND CORRECTIONAL CENTER

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STATE AUDITOR'S REPORT



CLAIRE C. McCASKILL
Missouri State Auditor

Honorable Bob Holden, Governor
and
Gary B. Kempker, Director
Department of Corrections
and
Patricia Cornell, Superintendent
Women's Eastern Reception, Diagnostic and Correctional Center
Vandalia, MO 63382

We have audited the Department of Corrections, Women's Eastern Reception, Diagnostic and Correctional Center. The scope of this audit included, but was not necessarily limited to, the years ended June 30, 2002 and 2001. The objectives of this audit were to:

1. Review institutional compliance with certain legal provisions, regulations, and departmental policies.
2. Review the efficiency and the effectiveness of certain management practices and operations.
3. Review certain revenues received and certain expenditures made by the correctional center.

Our audit was conducted in accordance with applicable standards contained in *Government Auditing Standards*, issued by the Comptroller General of the United States, and included such procedures as we considered necessary in the circumstances. In this regard, we reviewed the correctional center's revenues, expenditures, contracts, applicable legal provisions, rules and regulations, and other pertinent procedures and documents, and interviewed correctional center and other state personnel.

As part of our audit, we assessed the correctional center's management controls to the extent we determined necessary to evaluate the specific matters described above and not to provide assurance on those controls. With respect to management controls, we obtained an understanding of the design of relevant policies and procedures and whether they have been placed in operation and we assessed control risk. In order to assess control risk, we performed tests of controls to obtain evidence regarding the effectiveness of the design and operation of certain policies and procedures.

Our audit was limited to the specific matters described above and was based on selective tests and procedures considered appropriate in the circumstances. Had we performed additional procedures, other information might have come to our attention that would have been included in this report.

The accompanying History, Organization, and Statistical Information is presented for informational purposes. This information was obtained from the correctional center's management and was not subjected to the procedures applied in the audit of the Department of Corrections, Women's Eastern Reception, Diagnostic and Correctional Center.

The accompanying Management Advisory Report presents our findings arising from our audit of the Department of Corrections, Women's Reception, Diagnostic and Correctional Center.



Claire McCaskill
State Auditor

July 25, 2002 (fieldwork completion date)

The following auditors participated in the preparation of this report:

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MANAGEMENT ADVISORY REPORT -
STATE AUDITOR'S FINDINGS

DEPARTMENT OF CORRECTIONS
WOMEN'S EASTERN RECEPTION, DIAGNOSTIC AND CORRECTIONAL CENTER
MANAGEMENT ADVISORY REPORT -
STATE AUDITOR'S FINDINGS

1. Vending Machine Commissions and Contract

Since opening in January 1998, the Women's Eastern Reception, Diagnostic and Correctional Center (WERDCC) has utilized the same private vendor to provide and service vending machines at the facility. Each calendar quarter the vendor provides a commission statement and separate payments to the facility's personnel club and the inmate canteen fund. The commissions are used by the facility to support approved personnel activities and for inmate benefits, respectively.

During fiscal years 2000 and 2001, vending machine commissions totaled \$50,600, and we estimated gross sales exceeded \$500,000. The Department of Corrections (DOC) Procedure No. D4-4.4, Section III.C. establishes the guidelines for the income from vending machines to be allocated between the inmate canteen fund and an authorized employee organization or activity. We noted the following concerns related to the vending services:

- A. The WERDCC business office did not retain any documentation that competitive bids for vending services had ever been solicited and there was no written contract with the vendor providing the services. Facility officials indicated some area vending companies had been called for oral bids by the former WERDCC business office manager.

DOC policy D4-4.4 requires that facility vending services be competitively bid. In addition, written contracts are necessary to ensure all parties are aware of their duties and responsibilities and to prevent misunderstandings. Written contracts, signed by the parties involved, should specify the services to be rendered and the manner and amount of compensation to be paid, along with number and location of the vending machines, type of products available, and product prices.

On June 3, 2002, the WERDCC business manager mailed a request for proposals to five area vending companies listed in the Jefferson City and Columbia area phone books. Two of the vendors submitted bids by the required date.

The WERDCC superintendent indicated a written contract would be prepared following the awarding of the bid.

- B. The average vending machine sales commission rate received by WERDCC during the audit period was 9.6 percent of gross sales, and varied from 3 percent on the cold food machines to 17 percent on some machines located in the visiting room. The prices of most items were slightly higher in the visiting area.

According to the DOC purchasing unit, the commission rates at other correctional facilities ranged from 12.5 percent to 26 percent. Ultimately, the commission rate is closely tied to the sale price of the items sold, and machines having lower sales prices pay lower commission rates. A scan of the prices of the goods sold at WERDCC showed they fell in the lower price and commission range. For example, a 12-ounce can of soda currently costs 50 cents in the machines used by staff and 60 cents in the visiting room.

After opening the bids received, the facility allowed us to review them. The current vendor submitted two alternative proposals. One offered to increase the commission rates to an average of about 10.5 percent and lower the prices charged in a few of the machines in the staff area. The other proposal offered to increase the commission rates to an average of 14 percent but the price of many the goods in the staff area machines would increase 10 to 20 percent.

We estimated the WERDCC would receive about \$640 in additional commissions quarterly under the first proposal and about \$3,150 under the second (\$2,560 and \$12,600 per year respectively). The second bidder offered 7 percent commission rates. These bid results suggest the failure to periodically solicit bids for vending services has resulted in reduced commission payments and higher prices for the vending machine users. In the future, the WERDCC should periodically solicit bids for vending services.

- C. The WERDCC has no procedures to ensure the commissions paid by the vendor were calculated accurately or were appropriately based on actual vending sales. The quarterly commission report submitted by the vendor only reported the commissions paid for each vending machine, and did not report any sales information. At our request, the vendor provided a gross sales report for two recent quarters. Using that report, we were able to test the accuracy of the commissions paid and found no problems. The vendor indicated they would provide a similar report to WERDCC if desired. The WERDCC should request the quarterly commission report include gross sales of each machine.

Each vending machine has a built in money counter to record gross machine sales. The sales amount is recorded by the vending company employee each time money is removed from the machine, and is used to calculate the commissions owed.

The WERDCC should periodically verify the machine counter readings and, at a minimum, maintain a record of quarterly readings for comparison to the gross sales reported on the vender's quarterly commission report.

WE RECOMMEND the WERDCC:

- A&B. Periodically solicit bids for vending services and maintain written contracts related to vending services.

- C. Arrange for the quarterly commissions report from the vender to include gross sales amounts and use the information to ensure the commissions paid are accurately calculated and payments received are appropriate. In addition the facility should maintain a record of vending machine counter readings for comparison to the gross sales reported by the vending company.

AUDITEE'S RESPONSE

- A. *During the audit, WERDCC was in the process of bidding a new vending contract. On August 1, 2002, the contract was awarded to Canteen Services. The written contract is on file in the WERDCC business office.*
- B. *When the contracts expire, WERDCC will solicit bids for those services.*
- C. *WERDCC had the vending machine vendor place the machine counters on their machines and the Executive II will escort the salesman on a sporadic basis to check the counter, document the figures and compare those figures with the quarterly commission report.*

2. Canteen Committee

Oversight of the WERDCC offender canteen fund is vested in a canteen committee. The committee is comprised of the superintendent, assistant superintendent, business manager, canteen manager, chaplain, recreational supervisor, education supervisor, the DOC Inmate Finance Officer, and two offenders selected by the superintendent. DOC policy D3-9.2 provides guidelines for canteen operation and the inmate canteen accounts.

The committee is responsible for setting, within guidelines established by DOC policy, the prices of goods sold that are acquired through outside vendors. Most goods are purchased through the DOC Central Canteen Warehouse. Profits from the sale of goods are designated for the use and benefit of the offenders through purchases of religious, educational and recreational materials, supplies and equipment, and expenses necessary for canteen operations. The committee meets quarterly to consider and approve specific purchases for the benefit of offenders. Each facility department or area submits a quarterly budget request for the items they wish to purchase to benefit offenders. We noted the following concerns related to the Canteen Committee activities:

- A. Prior to January 2001, no minutes of the Canteen Committee meetings were recorded as required by DOC policy D3-9.2. In our review of minutes maintained since January 2001, we noted several votes for approval or denial of spending requests and for other resolutions were not recorded. In addition, it appeared staff other than official committee members were present and allowed to participate in voting decisions.

While it is appropriate for Canteen Committee members to receive ideas and suggestions from other interested staff, Canteen Committee decisions should be made only by official committee members. In addition, official committee minutes should record details of the votes cast, including the number of votes for approval or denial of all committee decisions.

- B. Purchase requests for the benefit of offenders are approved on a line item basis and each facility department is authorized a total budget for each quarter by the Canteen Committee. Between quarterly committee meetings it is sometimes determined that increased quantities are needed or a different supplier than planned must be used resulting in expenditures that will exceed the authorized budget amount.

In those instances, the business manager explained his practice is to contact five committee members to obtain approval of the additional expenditures. No documentation of the additional approval is maintained. The committee has not adopted a resolution authorizing select members to act for the committee as a whole and DOC policy does not authorize this practice.

Two examples of such interim expenditure changes were noted. In one instance the business office had been authorized to spend up to \$250 for shower curtains but it was determined more curtains were needed and \$972 was spent. In another the committee had authorized purchase of "year-end treats" for offenders totaling \$7,750 but because of increased offender population \$9,144 was spent.

The WERDCC should ensure canteen fund purchases do not exceed authorized limits. If the committee desires to continue their practice of obtaining a selected 5 member approval for unexpected expenditures, they should seek authorization from the DOC, and, if approved, should pass an official resolution authorizing the practice. In addition, detailed documentation of members contacted for approval and their response should be maintained.

- C. DOC policy D3-9.2 requires "For purchase of items (from Canteen Funds) with a cost in excess of \$100, each institution shall use the Departmental Purchase Order-Inmate Canteen form and strive to obtain three bids and record them on the Local Purchase Order Bid Record form." That policy also states "For purchase of items in excess of \$1,000, each institution shall solicit three bids by mail from prospective suppliers." The business manager indicated that bids are generally solicited by phone; however, documentation of the bid solicitation is not retained. We noted three purchases of washing machines totaling \$8,050 for which no bid documentation had been retained.

The WERDCC should solicit competitive bids in accordance with DOC policy and retain documentation of those bids.

WE RECOMMEND: the WERDCC:

- A. Restrict voting to only authorized members of the committee and record the number of votes for and against each motion in the minutes.
- B. Ensure expenditures do not exceed authorized amounts. In addition, if the committee desires to continue their select committee approval process, and if the practice is authorized by the DOC, the committee should pass a formal resolution authorizing the formation and membership of the select committee.
- C. Ensure competitive bids are solicited in accordance with DOC policy and retain documentation of those bids.

AUDITEE'S RESPONSE

- A. *As of August 2002, detailed minutes of the quarterly canteen meetings are completed as recommended to include the number of votes for requests and resolutions. Only those official members of the Canteen Committee are voting on said requests and resolutions.*
- B. *Since August 2002, WERDCC is staying within approved/authorized budget amounts. We are developing language for the current policy to authorize the practice of a 5 member approval process for unexpected expenditures. Documentation of all approvals will be maintained in the business office.*
- C. *We have been advised by the Inmate Finance office to follow general revenue guidelines, which require three bids, by mail for the purchase of items in excess of \$3,000. The department is currently reviewing policy D3-9.2 for revisions to reflect general revenue guidelines.*

3.

Overcrowding

The WERDCC has the state's only reception and orientation (R&O) unit to receive and evaluate incoming female offenders. This unit is designed to hold a maximum of 100 offenders and is split into two areas divided by a wall and security control area. During fiscal years 2000 and 2001, the population of this unit has approached 200 offenders. To house the additional offenders in the unit, the WERDCC purchased and installed 100 folding cots. A few cots were placed within the cells in the unit but most were placed in the common day room area within the unit.

In May 2002 during our initial tour of the facility, the R&O population was 172 offenders, including 31 offenders in each day room area and 45 cots arranged into two rows in an open space measuring about 30 by 80 feet. Offenders who have been in the unit the longest are assigned to the beds in the cell rooms and as they are transferred out into general housing units, the offenders using the cots move into the rooms. Offenders

generally spend 3 to 4 weeks in the R&O unit, but at times have been held up to six weeks waiting for transfer to general population housing.

To help analyze any overcrowding, we obtained R&O occupancy for two random days of each month of fiscal year 2002. The average occupancy for the 24 days was 150 offenders, and the highest occupancy noted was 185. Unit personnel indicated they housed as many as 200 offenders on some days during the two-year audit period.

The Life Safety Code (LSC) of the National Fire Protection Association, Seventh Edition, Section 7.3, establishes an occupant load factor of 120 square feet of space per occupant for correctional facilities. Under this standard, the maximum occupancy of the R&O unit is 100 offenders since it contains just over 12,000 square feet of space. Although no state or federal requirement requires the DOC to abide by the LSC, one official at the Office of Administration, Division of Design and Construction indicated there is an unwritten policy that all state buildings comply with the LSC.

Because of the significant growth in the number of women offenders held, the DOC increased the authorized capacity of the WERDCC from the original design capacity of 1,460 offenders to 1,588 offenders. This was accomplished by adding a fifth bed to 128 rooms in the general population housing units. The total population of WERDCC continuously exceeded the then authorized capacity of 1,588 from April 18, 2002 to June 30, 2002. The highest occupancy was 1,634 on June 27, 2002. However, on July 1, 2002, the DOC added another 64 beds by placing a fifth bed in the rooms in another general housing unit, bringing the capacity to 1,652.

A review of the occupancy rate at the Chillicothe Correctional Center (CCC), the only other women's institution, indicated occupancy has ranged from 94 to 100 percent of the authorized capacity of 525 offenders throughout the two year period. That high occupancy rate prevents the use of the CCC to reduce any overcrowding at the WERDCC.

Efforts by the DOC to handle the increasing offender population at WERDCC have had positive results. After the 64 new beds were installed in July, the average population of the R&O dropped to about 130 offenders, and the DOC noted the length of stay in the R&O dropped to about 14 days during August 2002. However, the R&O population is still expected to approach 200 over the next year unless additional general beds are installed. These occupancy rates still exceed the LSC limit.

There are currently 60 rooms in general population housing that are available for placement of an additional fifth bed. Adding those beds could temporarily bring the unit into compliance with the LSC. To relieve the R&O overcrowding and bring it into compliance with the Life Safety Code, the DOC should immediately undertake the placement of the additional beds in the general population housing units. In addition to increasing the number of general population beds, the DOC is considering consolidating current offender treatment housing by placing all the treatment offenders into three wings

and placing a fifth bed in all rooms. That consolidation would allow up to 80 general population offenders to be placed in the vacated housing wing.

In May 2002, the DOC reported the most recent 4-year population growth trend has been an increase of one woman offender every 4 days. That growth rate would require an additional 91 beds during fiscal year 2003. However, the actual increase in fiscal year 2002 totaled nearly one every two days or 172 offenders.

After all the general population rooms have been increased to five beds, the next logical step would be to place a sixth bed in each room at the WERDCC. However, a sixth bed would require the use of bunk beds instead of cots. In addition, each added offender imposes an additional load on existing water, sewer, and electrical systems, and laundry, food, and medical care services. The water and electrical systems and toilet and shower facilities have been able to accommodate the increase to five offenders but the addition of a sixth offender may be a burden on the existing systems. At six offenders per room in all general population housing units and the treatment center, WERDCC could house 2,060 offenders. Based upon the current growth rate, the WERDCC population should reach that level in the year 2008.

Ways to deal with the continuing population growth include expansion by building an additional housing unit at WERDCC, converting part of the Tipton Correctional Center to women offenders, or even developing and building a new facility for women. Development of specific formal plans is necessary to alleviate any current overcrowding and minimize potential future overcrowding.

WE RECOMMEND the Department of Corrections take action to relieve any overcrowding in the WERDCC reception and orientation unit, with the goal of complying with Life Safety Code requirements. In addition, the DOC should continue to develop short and long range plans to address the expected growth in the population of women offenders.

AUDITEE'S RESPONSE

It should be noted, the DOC is not obligated to follow the Life Safety Code as recommended by the auditor; however, WERDCC continues to work toward alleviating the overcrowded situation within the diagnostic unit. On October 4, 2002, WERDCC's population was increased an additional 64 beds to a total of 1716. This placed a fifth bunk in all general population cells with the exception of the treatment center. As of November 18, 2002, a fifth bed will be added to each cell in the treatment center. The institutional capacity is now 1776. This should alleviate the over crowdedness in the diagnostic unit.

The DOC continues to make contingency plans on a short and long term basis. One of the key initiatives for this department is zero growth. A committee has been established and has been working toward this goal in excess of three months as the incarcerated population continues to grow.

This report is intended for the information of the management of the Department of Corrections and the Women's Eastern Reception, Diagnostic and Correctional Center and other applicable government officials. However, this report is a matter of public record and its distribution is not limited.

HISTORY, ORGANIZATION, AND
STATISTICAL INFORMATION

DEPARTMENT OF CORRECTIONS
WOMEN'S EASTERN RECEPTION, DIAGNOSTIC AND CORRECTIONAL CENTER
HISTORY, ORGANIZATION, AND STATISTICAL INFORMATION

The Women's Eastern Reception, Diagnostic and Correctional Center (WERDCC) opened in January 1998. The facility is located in Vandalia, Missouri and houses minimum through maximum security female offenders. The facility has a capacity of 1,652 offenders as of July 1, 2002. The WERDCC is the state's only reception and diagnostic center for women. All new offenders and offenders that have had their probation or parole revoked must pass through the reception and orientation unit that currently houses up to 200 offenders. In addition, there are 4 general population housing units, a substance abuse treatment center, an administrative and disciplinary segregation unit, a mental health treatment unit, and a juvenile unit for offenders under the age of 17 who have been adjudicated as an adult.

The facility has an administrative building containing the business office, central custody offices, armory, employee exercise room, records department, visiting area, medical facilities, and a 20 bed infirmary. The reception and orientation area is also housed in this building. There is a central services building which includes dining rooms, food storage, and kitchen. Food services prepared over 1.5 million meals in fiscal year 2002. The building also includes the inmate canteen, laundry, educational classrooms, offender library, chapel, clothing issue, clothing factory, vocational classrooms, maintenance department, warehousing, and the offender's gymnasium. There are also several outside recreation areas, a ball field, two-lane track, and a greenhouse.

The perimeter is secured by a single 12-foot high arched fence system with an electronic motion detection system and an additional microwave motion detection system in key areas. The facility is surrounded by a private asphalt road that is used by two constantly roving vehicular patrols for additional security. The facility is situated on 117 acres of which 47 are within the fence.

The medical and mental health services are provided under contract with Correctional Medical Services and its subcontractors.

The substance abuse treatment services include an 84-day short-term treatment program, a 120-day treatment program, and a long-term treatment program of up to 2 years in length as well as a substance abuse assessment and education program for general population offenders. The treatment services are provided under contract with the Gateway Foundation. At any given time about 240 offenders are in substance abuse treatment and about 30 are in substance abuse assessment and education programs. During 2001, 636 offenders were successfully discharged from the treatment program.

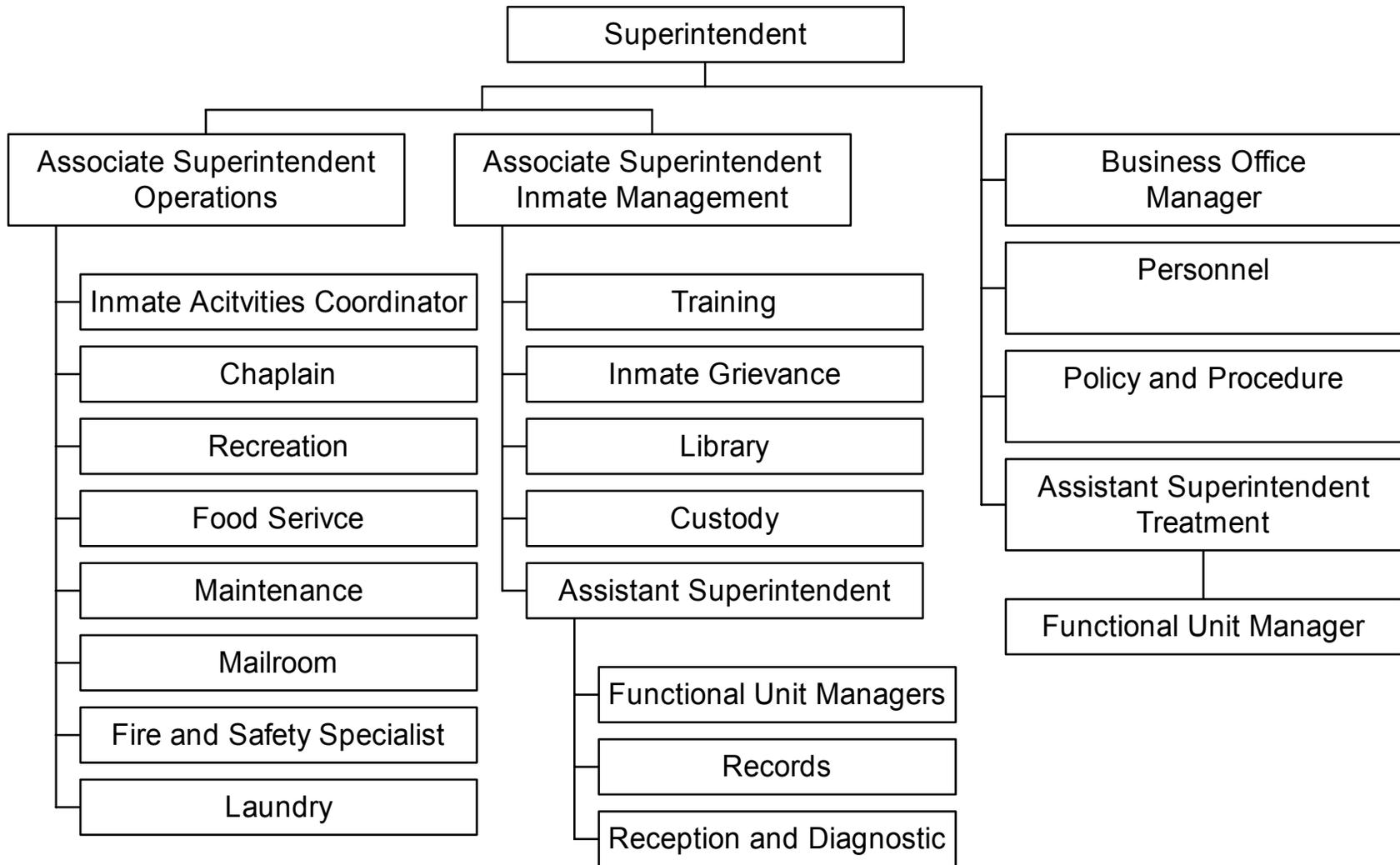
The academic education program at WERDCC is divided between the Department of Corrections, Division of Offender Rehabilitation education program and the adult basic education program of the Van-Far School District. Funding for the Van-Far operated program is provided through the Department of Elementary and Secondary Education. As of March 1, 2002, 529 offenders were participating in academic education. During 2001, 131 offenders received their GED.

The Missouri Vocational Enterprise (MVE) clothing factory produces a wide variety of products such as inmate clothing, sheets, and towels that are used by the DOC. This factory employs about 105 offenders and sales exceeded \$1.1 million in fiscal year 2002. The vocational education program, which is funded by the Working Capital Revolving Fund, includes cosmetology, building trades, industrial technology, sewing, and computer repair.

Patricia Cornell has served as the facility superintendent since December 1999. The WERDCC had 452 employees as of June 30, 2002, in administrative, service, academic and vocational education, and security functions. MVE had 4 civilian employees in the clothing factory. Correctional Medical Services and its subcontractors employed 56 persons. Gateway Foundation employed 21 persons in the substance abuse treatment programs. The Van-Far School District employed 8 full time and 55 part time persons in their adult basic education program.

An organization chart follows.

DEPARTMENT OF CORRECTIONS
 WOMEN'S EASTERN RECEPTION, DIAGNOSTIC AND CORRECTIONAL CENTER
 ORGANIZATION CHART
 JUNE 30, 2002



Appendix

DEPARTMENT OF CORRECTIONS
 WOMEN'S EASTERN RECEPTION, DIAGNOSTIC AND CORRECTIONAL CENTER
 COMPARATIVE STATEMENT OF EXPENDITURES BY BUDGET OBJECT

	Year Ended June 30,	
	2002	2001
Salaries & Wages	\$ 11,238,028	11,197,190
Travel, In-State	28,722	10,951
Travel, Out-Of-State	588	13
Fuel & Utilities	1,258,758	741,490
Supplies	1,134,699	0
Administrative Supplies	0	117,955
Merchandising Supplies	0	66
Repair, Maintenance & Usage Supplies	0	266,492
Residential Supplies	0	708,058
Specific Use Supplies	0	25,317
Professional Development	11,909	10,282
Communication Service & Supplies	37,936	39,128
Health Services	0	920
Business Services	0	46,828
Professional Services	884,741	798,139
Housekeeping & Janitor Services	16,710	24,059
Maintenance & Repair (M&R) Services	95,130	0
Equipment M&R Services	0	75,811
Transportation M&R Services	0	713
Computer Equipment	5,318	4,369
Educational Equipment	0	93
Electronic & Photo Equipment	0	4,988
Office Equipment	4,219	6,957
Other Equipment	64,530	0
Specific Use Equipment	0	20,979
Property & Improvements	5,690	60,984
Equipment Rental & Leases	5,617	0
Equipment Lease Payments	0	3,199
Building & Equipment Rentals	0	5,000
Miscellaneous Expenses	215,521	178,072
Total Expenditures	\$ 15,008,116	14,348,053

Note: Not included in this schedule are expenditures paid from department-wide appropriations, such as inmate medical services and capital improvements, that do not specify amounts by facility.

* * * * *